

28 March 1977

III. A. 5.

THE DCI AS INTELLIGENCE SPOKESMAN TO THE CONGRESS

Executive Order 11905 specifically identifies the Director of Central Intelligence as the principal spokesman to Congress for the Intelligence Community. The Executive Order also indicates that the DCI will act to facilitate the use of the foreign intelligence product by Congress. During the past two years, the DCI has appeared before the Appropriations Committees and this year before the Senate Select Committee on Intelligence as the lead witness and person responsible for the presentation of the National Foreign Intelligence Program. To this degree, Congress recognizes the DCI as the spokesman for the National Foreign Intelligence Budget and thus his primacy as Community spokesman appears to be accepted.

In principle, while the DCI is the principal spokesman, he is not the only spokesman; witness testimony by DoD officials, Secretary of State and Service Chiefs in support of their budgets as well as appearances by officials of other Community agencies. On substantive matters, however, it would appear in the last few years that Congress has come to recognize that the DCI is charged with the responsibility for managing the Community and thus is answerable to Congress on overall Community matters as well as CIA matters.

The new interest taken by Members of Congress and their staffs in intelligence analysis and reporting also places an additional burden on the resources of the DCI. But beyond the basic question of how he can respond to this greater workload is the subtler matter of how he should comport himself in the emerging relationship with the Congress. He has, of course, been involved with providing intelligence assessments to the Congress in the past by making periodic presentations, by providing senior analysts to brief on topics of interest to certain Committees, and by providing requested publications to individual Congressmen. But traditionally, his primary role has been to serve the President and the national security structure of the Executive Branch.

III. A. 5. (Continued)

The DCI as Intelligence Spokesman to the Congress (Continued)

If the DCI is to become a principal supplier of intelligence information and analysis to the Congress, he may be placed in the awkward position of attempting to serve two masters who, by Constitutional design, are frequently on different sides of major foreign policy issues. Obviously, in these circumstances the objectivity which is the DCI's most precious attribute will be challenged by both sides. At a minimum, the Director may lose the confidence of other elements of the Executive Branch, particularly the Departments of State and Defense, on which he depends for critically important feedback on foreign policy planning and other sensitive information which these elements glean in the course of their work. Accordingly, one of the foremost problems in the years ahead is to find a way in which the Director can respond to the proper demands of Congress without jeopardizing relations with the Executive.

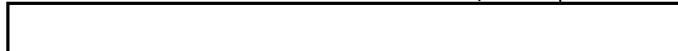
III. C.2.a. - The DCI Committee System

The DCI Committees provide a mechanism for developing and implementing policy, identifying and prioritizing intelligence requirements, and obtaining consensus or identifying divergence on substantive issues.

The activities of the 12 DCI Committees fall into three major areas: collection, production, and support.

COLLECTION

Committee on Imagery Requirements and
Exploitation (COMIREX)
SIGINT Committee
Human Sources Committee (HRC)



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PRODUCTION

Joint Atomic Energy Intelligence Committee (JAEIC)
Economic Intelligence Committee (EIC)
Scientific and Technical Intelligence Committee (STIC)
Weapon and Space Systems Intelligence Committee (WSSIC)

SUPPORT

Critical Collection Problems Committee (CCPC)
Committee on Exchanges (COMEX)
Security Committee (SC)
Intelligence Information Handling Committee (IHC)

Members of the NFIB and a number of organizations outside of the Intelligence Community that have a particular responsibility or expertise in an aspect of intelligence activity are represented on the DCI Committees.

The DCI appoints each Committee Chairman, and the Deputy for the Intelligence Community is responsible for overseeing

III. C.2.a. (Continued)

the activities of all the Committees. Most of the Committee chairmen are senior CIA officers, but an Ambassador-rank FSO, a retired U. S. Air Force Major General, and a former State Department official currently serve as chairmen of key Committees.

Most of the Committees have no full-time staff although the Chairman and Executive Secretary may devote considerable time supporting their Committee's activities. The Committee Chairmen and staffs of five Committees--COMIREX, SIGINT, HRC, IHC, and SC--are organizationally attached to the IC Staff. The full-time staffs of the three primary collection Committees have major responsibilities for the development of both short-term and long-term requirements, the tasking of collection, and recordkeeping and assessment of collection performance. However, most DCI Committees rely on task groups and personnel located throughout the Intelligence Community as the source of their manpower and expertise. In total, over 700 personnel from the various agencies and departments are represented on the 12 Committees and their sub-elements.

There are wide differences in the scope of Committee activities and in how they function within the Intelligence Community. The Committee structure has evolved over the years as a network for tying together the diverse elements of the Intelligence Community.

III. C.2.c. - The Intelligence Community Staff

The Intelligence Community Staff (ICS) supports the Director of Central Intelligence in four primary areas--resource management, collection assessment, product improvement, and coordination and planning.

Background: The ICS had its inception in 1963 when DCI John McCone established the National Intelligence Programs Evaluation Staff to assist him with Community matters. The NIPE was enlarged and retitled the Intelligence Community Staff by DCI Richard Helms in early 1972 in response to the added Community responsibilities assigned to the DCI in the President's memorandum of 5 November 1971 on "Organization and Management of the U. S. Foreign Intelligence Community."

The NIPE Staff and the original Intelligence Community Staff were manned by CIA officers and a few contract personnel until Dr. James Schlesinger became DCI in 1973. He decided the ICS should be headed by an active duty military officer and have a manning more representative of the Community as a whole. Lieutenant General Lew Allen, USAF, currently Director of the National Security Agency, became the first military officer to serve as Deputy to the DCI for the Intelligence Community. Active duty officers were detailed to the ICS from the four military services and civilian personnel were detailed from the State Department, Defense Intelligence Agency, and National Security Agency as well as from CIA. Subsequent D/DCI/ICs were Lieutenant General Daniel O. Graham, USA, who left to be Director, Defense Intelligence Agency, and Lieutenant General Samuel V. Wilson, USA, currently the Director, Defense Intelligence Agency. The current D/DCI/IC is

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Role and Functions: The role and responsibilities of the ICS were enlarged when Executive Order 11905 created the Committee on Foreign Intelligence and charged the ICS to provide staff support to the Committee. Following the issuance of E. O. 11905 the Intelligence Community Staff was reorganized to facilitate ICS action to (1) assist the DCI in his supervision and guidance of the Community, (2) serve as the staff of the Policy Review Committee (PRC), and (3) develop requirements system

III. C.2.c. - The Intelligence Community Staff (Continued)

for and assess the performance of national intelligence collection and production.

The Intelligence Community Staff assists in developing and maintaining the planning and priorities system that provides the fabric of intelligence collection and analysis. It also provides staff support to the National Foreign Intelligence Board. The ICS is not involved in the actual production of substantive intelligence and has no role in assisting the NFIB as regards coordination of national products. However, it does have responsibilities to review national products and to ensure that consumer needs are being satisfied. The ICS supports the DCI, PRC and NFIB in evaluating the performance of national intelligence collection and production activities, systems and programs and in validation of imagery and SIGINT collection. It has developed some systems for providing guidance to entities involved in human collection.

The ICS also prepares for the PRC (I) the necessary studies and staff actions to support PRC decisions related to control of budget preparation and resource allocation for the National Foreign Intelligence Program.

DCI Committees: The Committee Chairmen and staffs of five of the DCI Committees--COMIREX, SIGINT, Human Resources, Information Handling and Security--are organizationally attached to the IC Staff. In addition, the Deputy for the Intelligence Community is responsible for overseeing the activities of the remaining seven DCI Committees.

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NOTES:

*Mr. Kerr's comments
to PRM-11.*